



Commonwealth of Virginia Disaster Feeding Support Plan

Update: June2021

Letter of Agreement

The *Commonwealth of Virginia Disaster Feeding Support Plan* is an all-discipline, all-hazards plan that establishes a single, comprehensive framework for management of disaster feeding support operations. It provides the structure and mechanisms for the coordination of state agencies', private non-profits', and other support entities' authorities and responsibilities.

Agencies/Organizations assigned roles and responsibilities agree to:

- A. Support Plan concepts, processes, and structures in carrying out their assigned functional responsibilities to ensure effective and efficient incident management, including designating representatives to staff the organization structure, as required;
- B. Provide cooperation, resources, and support Emergency Support Function 6 in the implementation of this plan, as appropriate and consistent with their own authorities and responsibilities; and
- C. Utilize department- and agency-specific authorities, resources, and programs to facilitate incident management activities in accordance with this Plan and the *Commonwealth of Virginia Emergency Operations Plan (COVEOP)* and Executive Orders or directives.

Barring a revocation of this original Agreement, these agencies, through continued participation in Plan revision, will maintain their full support to the Plan and any updates.



To protect the health and promote the well-being of all people in Virginia.

A handwritten signature in black ink that reads "M. Norman Oliver MD". The signature is written in a cursive style with a horizontal line underneath the name.

M. Norman Oliver, MD, MA

Commissioner

10/5/21
Date




Brad Copenhaver
Commissioner

7/26/2021
Date

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A handwritten signature in black ink, appearing to read "Curtis Brown", is enclosed in a light gray rectangular box.

Curtis Brown
State Coordinator of Emergency Management

7.23.21

Date

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A handwritten signature in black ink, appearing to read "James F. Lane". The signature is written over a horizontal line.

Dr. James F. Lane
Superintendent

7/22/21

Date

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VIRGINIA DEPARTMENT OF
SOCIAL SERVICES

S. Duke Storen

S. Duke Storen
Commissioner

7/19/2021

Date

Record of Changes

Date of Change	Location of Change	Description of Change

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Figure 1 - Operation Timeline

Introduction

In a major or catastrophic disaster, tens of thousands of people could be without access to safe food and water, stranded, need to be evacuated, need to be sheltered, and/or in financial crisis; this would require a state-level coordinated feeding response. Catastrophic disasters commonly delay outside help causing the situation to decline as people's food, supplies and other resources run out. Additionally, critical special dietary needs become hard to meet.

A state-led coordinated feeding approach using a Feeding Task Force that includes a shared strategy, information sharing, and leveraging of assets amongst key organizations is the basis of a successful response.

Purpose

The purpose of this plan is to define the framework for State and/or Federal support of a coordinated, timely, and efficient disaster feeding response in the Commonwealth of Virginia through the use of a Feeding Task Force (FTF). It defines the progression of a full spectrum of services required from the initiation of community based feeding operations to when community services are restored and disaster feeding support is no longer required.

Scope

This plan prescribes state-level responsibilities, resources, and activities; it does not supplant any local or regional plans, responsibilities, resources or activities related to feeding.

This plan:

- Describes the escalation of the feeding response from local to regional to state to national and the de-escalation back to the local level including the integration of community services such as food banks, food pantries, and the Disaster Supplemental Nutritional Assistance Program (D-SNAP);
- Describes state-level coordination and implementation procedures necessary to meet the feeding needs of a population affected by a disaster in the Commonwealth of Virginia;
- Defines feeding/food provision programs within the Commonwealth and identifies the responsible organization(s);
- Describes the response capability and strategy of the multi-agency participants of this plan to implement feeding and meet the needs of affected jurisdictions; and
- Provides the FTF with guidelines for coordinating and directing feeding resources.

Background

The evolution of disaster feeding and the methods of disaster feeding operations in affected areas proceed in distinctive yet overlapping phases. The start and duration of these phases can vary among or within jurisdictions and can be determined by geographic locations of affected population (including response personnel), available resources, restoration of utilities and infrastructure, as well as mobilized mobile and fixed feeding assets. The necessity for and timeline of each of these phases are also dependent upon the disaster impacts. For example: a major hurricane may require extensive time in all three phases, but a long-term pandemic would move directly into the long-term phase response activities.

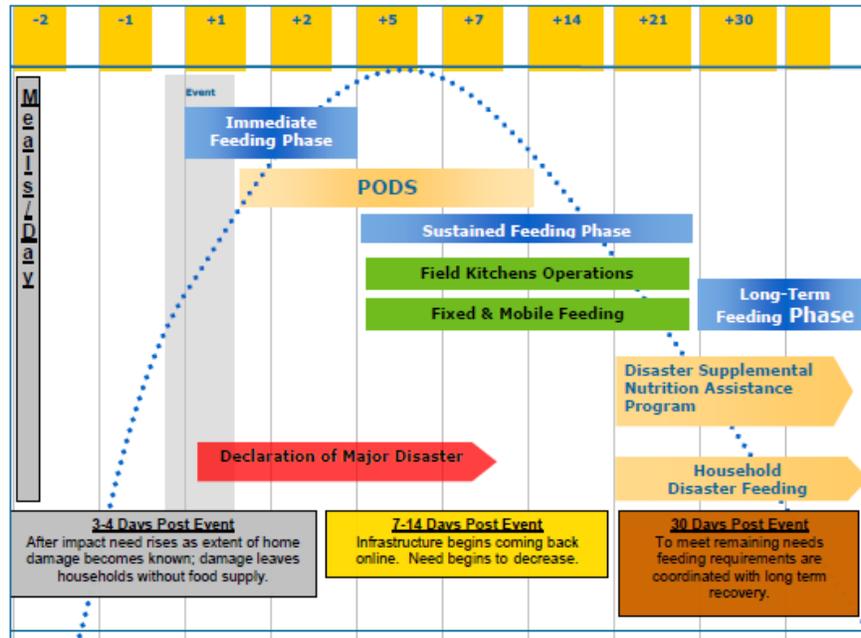


Figure 1 – Feeding Operation Timeline

Immediate Phase

(initiation of event to approximately 72/96 hours)

This phase begins with the event or in anticipation of an event. Feeding options typically include water, snacks, shelf-stable meals, and/or light meals. These resources are obtained from various sources including local Non-Governmental Organizations (NGO), Private Non-Profits (PNP), and contract.

Sustained Phase

(72/96 hours through approximately 7-14 days)

This phase begins when the mass care infrastructure and logistical support are in place to produce and deliver cooked meals, snacks, and beverages to the affected population, including response personnel. Feeding may be made available at kitchen sites or meals may be prepared and delivered by mobile feeding units.

Long-Term Phase

(approximately 7-14 days through 30+ days)

This phase begins as the restoration of utilities allows residents to cook meals in their homes and/or purchase food in stores. Supplemental food and/or financial assistance to purchase food may be made available.

The long-term phase transitions as recovery strategies are developed and implemented.

Levels of Response

Level 4 (Local Response/Local Declaration)

Local resources and normal contacts are used to meet the needs of the affected population, including response personnel.

Level 3 (Regional Response/Multiple Local Declarations and Possible State Declaration)

Local resources are coordinated and may be pooled to meet the needs of affected population, including response personnel within a region.

Level 2 (State Response/State Declaration)

Local and state resources are coordinated to meet the needs of the affected population, including response personnel.

Level 1 (Federal Response/Federal Declaration)

Local, state, and federal resources are coordinated to meet the needs of the affected population, including response personnel.

Policy

Coordination of Emergency Feeding at the State Level

- Localities, food banks, and/or NGOs may coordinate directly with various state agencies to support disaster feeding operations; those state agencies will report these requests to the FTF.
- Localities will submit requests for disaster feeding assistance through WebEOC; this may occur as the initial request or follow the initial verbal or digital request.
- Resources will not be committed until an official request for assistance is received through WebEOC or equivalent.
- When the combined resources are insufficient to meet the projected emergency feeding requirement, the FTF will work through normal Virginia Emergency Support Team (VEST) procedures to request and coordinate additional State and, if required, federal resources.

Population Served

- Disaster feeding will be provided to survivors and responders.
- Disaster feeding services must be available and accessible to all populations served.
- Federally mandated dietary needs (including medical and/or religious requirements and restrictions) will be a top priority and met as quickly as possible.

Safety

- Even under disaster conditions, safe and sanitary food practices must be followed (12VAC5-421).
- Disaster feeding that occurs during a public health emergency must adhere to preparation and service best practices as defined by the Virginia Department of Health (VDH) and the Center for Disease Control (CDC) to limit community spread.
- All fixed or mobile kitchens may be subject to state or local health department inspection and approval.

Liability

- Virginia Code §44-146.23 provides immunity for liability to individuals, groups, entities, and sites, except in cases of gross negligence or willful misconduct, when providing response and recovery services in a disaster.

Finance and Administration

- All federal and state procurement regulations, policies, and procedures will be followed when making acquisitions; and all background documentation, including but not limited to proposals, bids, invoices, receipts, cancelled checks, timesheets, and payroll records, will be maintained similarly.

- Reimbursement of eligible costs for feeding operations supporting a disaster declaration for public assistance will be identified, consolidated, and applied for by the partnering agency incurring the eligible cost.

Planning Assumptions

Response

- Localities will respond to disaster feeding needs regardless of established local plans.
- Community Based Organizations (CBOs), such as local churches and civic clubs, and local businesses, such as restaurants, will respond spontaneously.
- Level 3 and 4 feeding operations will be directed at the local or regional level and may be supported at the state and/or Federal level upon request.
- Participating agencies/organizations will develop internal procedures and train personnel to perform the duties and responsibilities described in this plan.
- Once an event exceeds state capability, there is a multiple state impact from the event, and there is federal response, the state will roll feeding operations up to federal coordination. The Commonwealth will continue FTF activities for tracking and maintaining resource requests.

Resources

- In large-scale disasters, feeding needs may exceed the resources and capability of any one agency/organization requiring a combination of resources provided by Federal, State, and NGOs to deliver disaster feeding to affected population, including response personnel.
- Competition for resources will be prevalent and will require state-level coordination.
- Ability to mobilize and deliver supplies, commodities and resources may be complicated by debris, damage to infrastructure, and other external factors.
- The number of commodities purchased and meals produced will not equal the number of meals served due to unpredictable serving factors and food safety standards (portion size, quantity, and time from preparation through service completion).
- Public utilities may be inoperable. This may cause an increased demand for prepared meals and may also impact how food is used and stored at food preparation sites.
- Disaster feeding that occurs during a public health emergency will require additional supplies and service support to ensure adherence to food preparation and service best practices as defined by the Virginia Department of Health (VDH) and the Center for Disease Control (CDC).

Concept of Operations

General

Emergency Support Function (ESF) 6 - Mass Care, Human Services, Housing Referral and Emergency Assistance is responsible for coordinating resources to meet disaster feeding requirements of affected populations, including response personnel. In an event where ESF 6 anticipates the need for state-level disaster feeding support, ESF 6 will initiate and lead a FTF.

Organization

The FTF members include:

- ESF 6 (Mass Care) – FTF Leader, Sheltering Task Force Leader, VDSS D-SNAP, and Department of Education (DOE) School Nutrition, Red Cross;

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- ESF 8 (Public Health) – Department of Health (VDH) Environmental Health, Virginia Women, Infants, and Children (WIC);
- ESF 11 (Agriculture and Consumer Services) – Virginia Department of Agriculture and Consumer Services (VDACS) Food Distribution; and
- ESF 17 (Volunteers and Donations) – Voluntary Agency Liaison (VAL) and Virginia Voluntary Organizations Active in Disasters (VAVOAD) appointees to include:
 - Salvation Army,
 - Federation of Virginia Food Banks,
 - Southern Baptist Convention of Virginia,
 - Baptist General Association of Virginia,
 - Mercy Chefs,
 - Islamic Disaster Relief USA, and
 - other agencies and organizations as appropriate and/or necessary.

Activation

Feeding Task Force (FTF)

Rolling up feeding operations from one level to another can create complications and/or lost resources therefore, the FTF will be activated when:

- anticipated impacts may reach response levels 1 or 2, or,
- actual impacts have reached response levels 1 or 2 or,
- feeding assistance has been requested through the VEOC.

State Level Disaster Feeding Operations

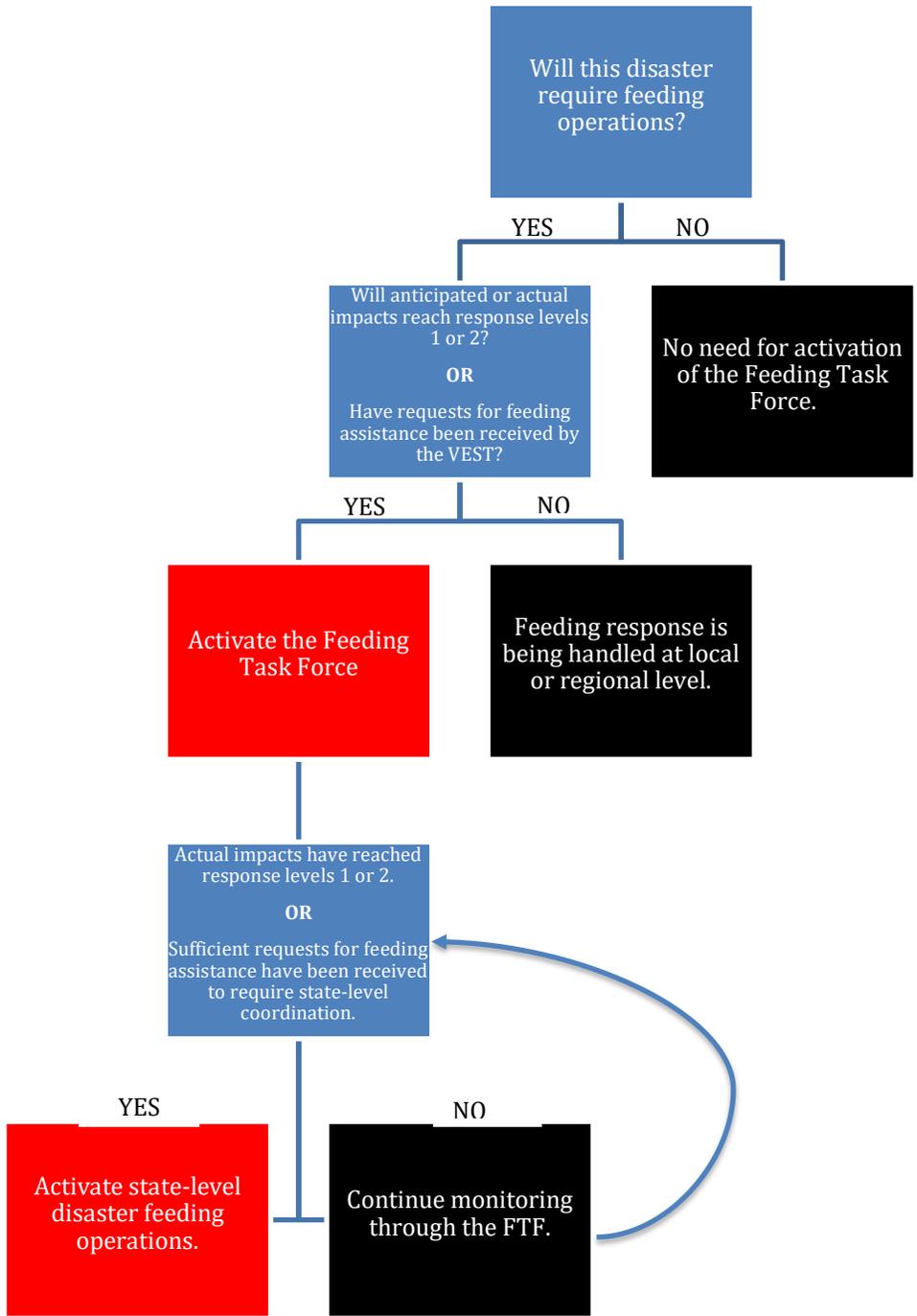
State-level feeding operations will be activated when there is a State Disaster Declaration active for the incident and

- actual impacts have reached response level 2 or 1 and/or
- feeding assistance has been requested through the VEOC and the FTF determines state level coordination of feeding resources is necessary.

Once state level disaster feeding operations have been activated, the FTF Lead will:

- input a post within WebEOC's incident log indicating the activation of state feeding operations;
- request VEST Operations add a feeding mission to the event in WebEOC and that all food/feeding requests be assigned to the mission; and
- notify the Regional Directors and VDEM Regional Coordination Centers of the activation and ask that all food/feeding requests go through the FTF.

Activation Decision Flow



Resource Management

All disaster feeding needs will be input into WebEOC as a request for assistance by the requesting locality or their designee. WebEOC will be the system of record for all state disaster feeding operations.

Upon activation of a state disaster feeding operation, the VEST will create a disaster feeding mission within WebEOC. All food requests, regardless to which ESF they are tasked, will be assigned to the disaster feeding mission. The FTF Leader will have access to view all requests within the mission and provide situational awareness to the FTF as a whole to ensure sufficient coverage as well as minimize duplication.

The responding ESF will maintain response updates within the status and notes section of any request for assistance assigned to their ESF.

Consolidation, Closing and Transition of Feeding Operations

As disaster feeding operations consolidate and close, the FTF will scale back its role in supporting disaster response operations.

The FTF will continually assess the disaster feeding needs of the Commonwealth to determine when it is appropriate for consolidation of or transition from state-level emergency feeding operations. Considerations will include:

- Populations are returning home or into other housing solutions.
- Local infrastructure is restored.
- Grocery and pet supply stores are operational in the impact area(s).
- Homes have food storage and preparation capability.
- Disaster feeding requirements have declined to a level that local/regional resources can maintain continued feeding efforts within a region or jurisdiction.

State-level feeding operations will close when the FTF, in coordination with remaining affected jurisdictions, determines that operations are small enough to transition to local coordination.

Transition to Recovery and/or Emergency Feeding

Even as disaster feeding operations close, many people affected by a disaster will still be battling non-physical impacts of the event such as financial, behavioral or medical insecurities. These impacts could affect their ability to provide adequate and nutritious food for themselves and their families. This population will require additional services and access to programs beyond disaster feeding. As the state moves towards recovery, food security should be a primary activity considered and provided for through development of local and state recovery plans and operations. The Social Services Recovery Support Function will lead this effort as this transition occurs. Recovery opportunities to support feeding could include:

- Inclusion of social services at recovery centers to discuss and offer assistance in applying for available programs;
- Increased public information regarding program availability to meet food security needs;
- Increased resources available through food banks, food kitchens, and food pantries; and
- Other programs that may be event specific.

As the disaster recovery operation closes, provision of food to those experiencing food insecurity will be directed to CommonHelp and 2-1-1 to be processed through emergency feeding programs.

Roles and Responsibilities

Virginia Department of Social Services (VDSS)

VDSS is tasked by the COVEOP as the primary agency responsible for ESF 6. Pursuant to the COVEOP, VDSS agrees to:

- Coordinate, develop and maintain *the Commonwealth of Virginia (COV) Disaster Feeding Support Plan*.
- Activate and lead the FTF to coordinate disaster feeding operations within the VEST.
- Coordinate, develop, and deliver inter-agency training and exercises incorporating or regarding the *COV Disaster Feeding Support Plan*.

The FTF Leader will coordinate the activities required to fulfill the disaster feeding response needs by:

- collating the event-specific needs as submitted into WebEOC (or equivalent) to facilitate coordination (and continued adjustment) of a feeding response to meet the disaster needs;
- facilitating the discussion, development, and maintenance of the state-level event-specific feeding response operation;
- managing the feeding mission(s) in WebEOC and assigning tasks to appropriate ESFs for fulfillment and tracking based on the developed response operation;
- monitoring feeding support requests in WebEOC and convening the FTF as necessary to reevaluate operations; and
- requesting participation in the FTF and/or assistance from non-traditional FTF members as needed.

VDSS Benefit Programs will:

- Provide subject matter expertise and programmatic support regarding D-SNAP to the FTF.
- Design the state's D-SNAP Plan and update it annually.
- During disaster response, evaluate the need for a D-SNAP or another feeding program and, if appropriate and necessary, submit to Food and Nutrition Services (FNS) a detailed request to operate a D-SNAP.
- Once approved, effectively implement D-SNAP in coordination with the recipient localities, ensuring program integrity, complying with Civil Rights laws, and submitting daily reports.
- Upon closure of D-SNAP operations, perform post-disaster reviews and report findings to FNS.
- Maintain awareness of available and approved waivers for SNAP benefits and ensure the FTF is aware of any that could be of use for disaster response or recovery.

Virginia Department of Agricultural and Consumer Services (VDACS)

VDACS is the lead agency for ESF 11 and tasked by the COVEOP as a support agency to ESF 6 and agrees to:

- Participate in disaster feeding planning activities as requested.
- Organize the inventory of USDA food available across the Commonwealth (food banks, school lunch programs, etc.) and prepare an inventory prior to or immediately upon each event.
- Provide staff to manage distribution of USDA foods to support disaster response if needed or requested.
- Ensure that direct requests to VDACS for support are reported within the VEST and to the FTF, if activated, and assigned to the disaster feeding mission if input into WebEOC.
- Process foodbank requests for additional distribution of USDA foods.
- Develop, coordinate, and maintain necessary supporting documentation to address the implementation of agency-specific roles and responsibilities as defined in this Plan.

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- Maintain awareness of available and approved waivers for VDACS managed/administered food programs and benefits; ensure the FTF is aware of any that could be of use for disaster response or recovery.
- Provide subject matter expertise to state agencies, as needed.

Virginia Department of Emergency Management (VDEM)

VDEM is tasked by the COVEOP as the lead agency for emergency coordination and agrees to:

- Participate in disaster feeding planning activities as requested.
- Maintain, update and implement a disaster management system of record (example: WebEOC) for data, information and resource management and awareness.
- Coordinate with local and regional emergency management officials to determine disaster feeding needs.
- Coordinate and submit the necessary documentation to request a Federal Disaster Declaration.
- Provide guidance and assistance in processing state or federal requests for reimbursement for disaster feeding response and recovery activities.
- Develop, coordinate, and maintain necessary supporting documentation to address the implementation of agency-specific roles and responsibilities as defined in this Plan.

VDEM is also tasked in the COVEOP as the lead for ESF 17 and provides the Voluntary Agency Liaison (VAL) that works directly with VAVOAD and its signatory groups. VDEM, as ESF 17 lead will:

- Participate in disaster feeding planning activities as requested.
- Identify and coordinate with Virginia Voluntary Organizations Active in Disaster (VAVOAD) that traditionally provide emergency and disaster feeding support in accordance with the requirements of their organization's charter.
 - Ensure necessary Memorandums of Agreement/Understanding are in place to provide these services and supports.

Additionally, VDEM is tasked as the lead for ESF 7 and manages logistical support for disaster response. VDEM, as ESF 7 lead will:

- Coordinate and provide resource and service supports as needed and requested by the FTF to meet disaster feeding needs of the Commonwealth.

Virginia Department of Education (DOE)

DOE is as a support agency to ESF 6. The agency administers the national school lunch, school breakfast, after school snacks, fresh fruit and vegetable program, at risk portion of child and adult care food program, seamless summer option, and the summer food service program to schools and non- schools. DOE agrees to:

- Participate in disaster feeding planning activities as requested.
- Develop, coordinate, and maintain necessary supporting documentation to address the implementation of agency-specific roles and responsibilities as defined in this Plan.
- Upon request and when appropriate, initiate disaster feeding through the summer food service program specifically to feed children and individuals with disabilities.
- Designate children as homeless due to a disaster situation under the McKinney-Vento Homeless Assistance Act.
- Provide information to households with children receiving D-SNAP that they are categorically eligible for free meals in all Child Nutrition Programs.
- Maintain awareness of available and approved waivers for DOE managed/administered food programs and benefits; ensure the FTF is aware of any that could be of use for disaster response or recovery.

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- Ensure waivers as necessary through USDA.

Virginia Department of Health (VDH)

VDH is the lead agency for ESF 8 – Health and Medical and is tasked by the COVEOP as a support agency to VDSS for ESF 6. VDH agrees to:

- Participate in disaster feeding planning activities as requested.
- Develop, coordinate, and maintain necessary supporting documentation to address the implementation of agency-specific roles and responsibilities as defined in this Plan.
- Maintain awareness of available and approved waivers for VDH managed/administered food programs and benefits; ensure the FTF is aware of any that could be of use for disaster response or recovery.
- Provide subject matter expertise to state agencies, as needed.

VDH Environmental Health will:

- Conduct sanitation inspections of foodservice/mass feeding sites as directed by the Code of Virginia as part of normal agency functions/duties.
- Provide guidelines and policy regarding safe food preparation and delivery.
- Provide guidelines and policy during public health emergencies and requirements to ensure responder, food and public health safety.

Plan Communication and Training

For a successful implementation of this Plan, all stakeholders at the local, state, regional and federal level must be aware of and knowledgeable in the Plan. It will be the responsibility of the primary and support agencies and organizations to ensure distribution of and training on the plan to appropriate individuals and groups that they have direct working relationships.

- VDSS – ESF 6, VDSS regional directors, local departments of social/human services directors
- VDEM – VEST Operations, ESF 7, ESF 17, chief regional coordinators, regional all-hazards planners, local emergency managers, regional emergency management planning groups, VAVOAD organizations that provide feeding services or support
- VDH – ESF 8, food safety inspectors, environmental health officers, WIC managers
- VDOE – school food nutrition coordinators
- VDACS – ESF 11, USDA food recipients

Communications with these groups should occur

- pre-event through information and training,
- before traditional “seasons” as regular reminders, and
- through event notifications and alerts.

These agencies and organizations will prepare a coordinated and unified message as well as a basic plan training.

Plan Development and Maintenance

Plan stakeholders, including each agency/organization with assigned roles and responsibilities, will complete a full revision of the Plan and referenced support documents for formal signature approval by all agencies/organizations with assigned roles and responsibilities every four years.

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Interim changes to the plan and supporting documents will be published annually or as needed. Interim plans will only require review and approval by impacted stakeholders. These interim plans will be posted and notification to all stakeholders sent as changes are made.

This plan shall be practiced whenever applicable in the annual statewide exercise or other state-sponsored training exercises, tabletops, and drills. It should also be incorporated into any local and/or regional exercises when feasible.

Plan stakeholders will maintain awareness of disaster feeding operations nationwide and review after action reports for lessons learned and best practices. These ideas will be brought to the stakeholder group to determine if and how to incorporate these into this Plan.

Authorities and References

Federal

- Robert T. Stafford Act, as amended
- National Response Framework
- *Red Cross Feeding Toolkit*

State

- Virginia Emergency Services and Disaster Law of 2000, as amended, § 44-146.13 et seq.
- Executive Order II (14 January 2006), “Community Integration for Virginians with Disabilities”
- Executive Order No. 41 (2019), Emergency Preparedness Responsibilities of State Agencies and Public Institutions of Higher Education
- Virginia Code, as amended, § 12- 5.421 Food Regulations
- *Virginia SNAP Manual*
- *Virginia SNAP Manual, Part 20 – Disaster SNAP Guidelines*
- *Commonwealth of Virginia Emergency Operations Plan*
- *Federation of Virginia Food Banks Disaster Response Plan*

Appendix 1

Glossary

COVEOP: The *Commonwealth of Virginia Emergency Operations Plan*. The Code of Virginia authorizes the Governor to adopt and implement the COVEOP which provides state-level emergency response to any type of disaster affecting Virginia and provides the framework for more detailed plans and procedures.

Demobilization: The orderly, safe, and efficient return of a resource to its original location and status.

Disaster: An occurrence of a natural catastrophe, technological accident, or human-caused event that has resulted in severe property damage, deaths, and/or multiple injuries. As used in the Stafford Act, a “major disaster” is “any natural catastrophe [...] or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under [the] Act to supplement the efforts and available resources or States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.”

Disaster Feeding: The provision of nutrition assistance through meals, unprepared food and hydration to those impacted by and providing response to or relief from disasters.

Emergency: Any incident, whether natural or manmade, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States. As defined by the Code of Virginia, “any occurrence, or threat thereof, whether natural or man-made, which results or may result in substantial injury or harm to the population or substantial damage to or loss of property or natural resources”.

Emergency Feeding: The provision of nutrition assistance to relieve situations of emergency and distress through the provision of food to needy persons, including low-income and unemployed persons

Emergency Management: As subset of incident management, the coordination and integration of all activities necessary to build, sustain, and improve the capability to prepare for, protect against, respond to, recover from, or mitigate against threatened or actual natural disasters, acts of terrorism, or other manmade disasters. The coordination of efforts to prepare for and carry out the functions to prevent, minimize, respond to and recover from incidents caused by natural hazards, man-made hazards and acts of terrorism.

Emergency Manager: The person who has the day-to-day responsibility for emergency management programs and activities. The role is one of coordinating all aspects of a jurisdiction's mitigation, preparedness, response, and recovery capabilities.

Emergency Support Functions (ESFs): Used by the Federal Government and many State and Local governments as the primary mechanism at the operational level to organize and provide assistance. ESFs align categories of resources and provide strategic objectives for their use. ESFs utilize standardized resource management concepts such as typing, inventorying, and tracking to facilitate the dispatch, deployment, and recovery of resources before, during, and after an incident.

Emergency Support Function (ESF) Primary Agency: An agency with significant authorities, roles, resources, or capabilities for a particular function within an ESF. An agency designated as an ESF primary agency serves as an executive agent to accomplish the ESF mission.

Emergency Support Function (ESF) Support Agency: An entity with specific capabilities or resources that support the primary agencies in executing the mission of the ESF.

FEMA: Federal Emergency Management Agency – A component of the U.S. Department of Homeland Security responsible for providing technical support to states and local governments to respond to and recover from emergencies and disasters caused by any hazard.

Incident: An occurrence or event, natural or human-caused that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, civil unrest, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, tsunamis, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

Jurisdiction: A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., Federal, State, tribal, and local boundary lines) or functional (e.g., law enforcement, public health).

Long-Term Recovery: A process of recovery that may continue for a number of months or years, depending on the severity and extent of the damage sustained. For example, long-term recovery may include the complete redevelopment of damaged areas.

Multi-jurisdictional Incident: An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of the incident. In the Incident Command System, these incidents will be managed under Unified Command.

Non-governmental Organization (NGO): A nonprofit entity that is based on interests of its members, individuals, or institutions. It is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs are members of the Virginia VOAD – Voluntary Organizations Active in Disasters. NGOs, including voluntary and faith-based groups, provide relief services to sustain life, reduce physical and emotional distress, and promote the recovery of disaster survivors. Often these groups provide specialized services that help individuals with disabilities. NGOs play a major role in assisting emergency managers before, during, and after an emergency.

Preparedness: As defined in the NRF, preparedness is the range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to and recover from incidents. Preparedness is a continuous process involving efforts by and among governments and other organizations and by the general public.

Recovery: Activities that address the short-term and long-term needs and resources to assist, restore, strengthen and rebuild affected individuals and communities. Specifically, the development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private-sector, nongovernmental, and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the

incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

Resource Management: A system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management includes mutual aid and assistance agreements; the use of special Federal, State, tribal, and local teams; and resource mobilization protocols.

Resources: Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Under the National Incident Management System, resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an emergency operations center.

Responder: Paid or volunteer individual working to alleviate impacts of the event, provide relief to survivors, or assist in community restoration and recovery.

Response: Immediate actions to save lives, protect property and the environment, and meet basic human needs. Response also includes the execution of emergency plans and actions to support short-term recovery.

Short-Term Recovery: A process of recovery that is immediate and overlaps with response. It includes such actions as providing essential public health and safety services, restoring interrupted utility and other essential services, reestablishing transportation routes, and providing food and shelter for those displaced by a disaster. Although called "short term," some of these activities may last for weeks.

Situational Awareness: The ability to identify, process, and comprehend the critical elements of information about an incident.

Survivors: Individuals directly impacted by the event.

Virginia Emergency Support Team (VEST): The group of designated state agencies and associated voluntary and private sector organizations responsible for acting on behalf of the governor to assist local governments in responding to and recovering from emergencies or disasters.

Virginia Voluntary Organizations Active in Disasters (VAVOAD): A statewide organization, affiliated with the National VOAD, composed of voluntary organizations, faith-based and sectarian, that have developed specific disaster response and/or recovery programs as part of their overall mission. Examples of VOAD-member programs include clean-up and repair teams, feeding operations, counseling, childcare facilities and long-term home construction teams.

Appendix 2

Methods of Mass Feeding

Mobile Feeding

Mobile feeding is provided through the use of specialized delivery vehicles, such as Red Cross ERVs or The Salvation Army canteens, although vans, trucks and other vehicles may also be used.

In mobile feeding, vehicles are assigned routes through disaster impacted areas and, as they drive through these areas, food is distributed.

There are several advantages to mobile feeding. It:

- Provides a quick response;
- Enables high saturation of affected areas;
- Enables disaster workers to respond to otherwise isolated or sparsely populated areas; and
- Allows mass care responders to service multiple locations with limited resources.

Fixed Feeding

Fixed feeding describes food service delivered from a stationary location. A fixed feeding site may also be a permanent facility, such as a church or school, which has been designated for disaster work.

Mobile feeding units may also be used as fixed feeding sites (e.g., a Salvation Army canteen may be parked in a stationary location and other services, such as a first aid station, portable toilets, or a distribution point for bulk goods such as water and ice, may be established around the feeding unit).

Fixed feeding sites may be used when:

- A central location is desirable;
- Greater service capacity, more than a single unit can provide, is needed;
- Those impacted by a disaster are congregated (or need to be congregated) in an area; and
- Measures are required to control movement of people and/or vehicles.

Household Distribution

As prepared meals are served, distribution of food items or boxes to households may also be taking place.

This is contingent upon safe and secure housing, including the capacity for preparing meals in the household.

Social Service Programs

As disaster feeding closes, many individuals will require continued assistance in providing sufficient and nutritional food for themselves and their families. Virginia's social services programs such as SNAP, WIC, and many others as listed in the Appendix 3 can help meet families close this gap.

Appendix 3

Disaster Feeding Capabilities

American Red Cross

Red Cross feeding capabilities include human and material resources, as available, and contribute to the overall effort within the Commonwealth of Virginia at all levels of response (i.e., 1 through 4) and throughout the feeding timeline. The Red Cross maintains shelf stable meals in various locations throughout the Commonwealth; these meals are primarily distributed during the Immediate Feeding Phase, or the first few days of an event, and prior to longer-term feeding efforts. Depending on the level of response, the Red Cross can provide human, material, and financial resources during the Sustained or Long-Term Feeding Phases. Human resources include Feeding Service Associates and Supervisors. Material resources include Emergency Response Vehicles that are used to transport food in clamshells and cambros to ensure appropriate temperature levels, as well as hydration supplies. The Red Cross provides the financial resources necessary to procure food prior to kitchen operations commencing during the Sustained and Long-Term feeding phases. These resources are approved at the National Headquarters level so time is required for Red Cross-Virginia coordination. These same financial resources are used during small-scale events (e.g., Level 3 and some Level 4 responses) to procure food and associated supplies from vendors or caterers.

WebEOC Requests for Assistance are required from local jurisdictions/VDEM Regions when an event has been created in the system. If an event has not been created, support requests can be sent via email to the Red Cross Territory that supports the local jurisdiction.

Southern Baptist Convention of Virginia

SBC of Virginia Disaster Relief has a 10,000 meal per day feeding unit and a 500 meal per day feeding unit. These are designed for responding to temporary needs of prepared meals caused by community-wide disasters. The SBC of Virginia units are mobilized and staffed by disaster response trained and credentialed volunteers who are members of SBC of Virginia churches and/or SBC churches from other states.

Baptist General Association of Virginia

The Baptist General Association of Virginia (BGAV) engages trained volunteers from our 1350 participating churches. The Association has four feeding units distributed throughout the state that can be mobilized – two that can prepare up to 15,000 meals per day, one that can serve 5,000, and one that can serve 1,500. Volunteers and equipment can typically be on site and serving within 72 hours of activation. Depending on location, BGAV can support a feeding site for up to 8 weeks.

The Salvation Army

The Salvation Army provides feeding services across the state of Virginia through several different methods: fixed feeding sites, mobile feeding units, food pantries, home distribution of food boxes and financial assistance through social services programs. The SA has commercial grade kitchens available at many of the Corps offices across the state in addition to 'canteen' units that are modified to carry food at safe temperatures from point of production to delivery. Some canteens have cooking capabilities on the vehicle. The Salvation Army regularly partners with other food providers, such as the Southern Baptists and the American Red Cross, to coordinate food production and delivery in disasters.

Mercy Chefs

Mercy Chefs is a nonprofit disaster relief and community response organization that provides professionally prepared meals for victims, volunteers, and first responders in natural disasters and national emergencies, and for those who are most vulnerable in communities around the United States. Mercy Chefs' capacity ranges from 7,000-15,000 meals per day, per mobile kitchen deployed. Mercy Chefs currently has mobile kitchens and community kitchens across the country, including Portsmouth, VA, that can be used to support disaster relief feeding on a mass scale.

Islamic Relief USA

Federation of Virginia Food Banks

Virginia's food bank network, consisting of seven (7) regional food banks and 1,500 partner agencies, supports emergency feeding operations on an ongoing basis. This infrastructure allows for the quick facilitation of large-scale household food distributions in the appropriate context. The Federation of Virginia Food Banks is the statewide network of food banks responsible for disaster-event coordination. As members of Feeding America, Virginia's food banks are also able to access resources from a nationwide network of food donors and disaster response partners.

Department of Social Services

Supplemental Nutrition Assistance Program (SNAP)

The Supplemental Nutrition Assistance Program (SNAP) provides nutrition assistance to eligible, low-income individuals and households via a monthly benefit on an Electronic Benefits Transfer (EBT) card, similar to a debit card, which can be used at authorized retail stores to purchase food. SNAP benefits are also accepted at thousands of farmers markets nationwide. Participating households must report changes in their circumstances, including their income, on a periodic basis. Some individuals may have to meet work requirements to continue receiving benefits. SNAP recipients may also receive employment and training services to help them move to stable long-term employment.

Disaster Supplemental Nutrition Assistance Program (D-SNAP)

Concurrent with mass feeding operations, the Commonwealth may initiate procedures to request approval from USDA's Food Nutrition Service (FNS) to operate the Disaster Supplemental Nutrition Assistance Program (D-SNAP). This program provides supplemental food support to disaster victims not within the traditional SNAP program.

D-SNAP utilizes the Electronic Benefits Transfer (EBT) card system for counties that have received a Presidential disaster declaration that includes Individual Assistance (IA) when commercial channels of food distribution have been both disrupted and subsequently restored and the regular program is unable to handle the increased number of households needing food assistance expeditiously.

SNAP and D-SNAP are both state managed and locally administered. The state maintains a state plan with appropriate annexes; each locality must also maintain appropriate SNAP and D-SNAP plans to be eligible to provide these programs to their participants.

Department of Agriculture and Consumer Services

The Emergency Feeding Assistance Program (TEFAP)

The Emergency Food Assistance Program (TEFAP) is a federal program administered by the Food and Nutrition Service of the USDA and managed at the state level by the Department of Agriculture and Consumer Services. TEFAP helps supplement the diets of low-income Americans, including elderly people, by providing them with emergency food assistance at no cost. Through TEFAP, the U.S. Department of Agriculture (USDA) purchases a variety of nutritious, high-quality USDA foods, and makes those foods available to State Distributing Agencies.

The amount of food each state receives out of the total amount of food provided is based on the number of unemployed persons and the number of people with incomes below the poverty level in the state. States provide the food to local agencies that they have selected, usually food banks, which in turn distribute the food to local organizations, such as soup kitchens and food pantries that directly serve the public.

States also provide the food to other types of local organizations, such as community action agencies, which distribute the foods directly to low-income households. These local organizations distribute USDA foods to eligible recipients for household consumption or use them to prepare and serve meals in a congregate setting. Under TEFAP, states also receive administrative funds to support the storage and distribution of USDA Foods.

Commodity Supplemental Food Program (CSFP)

The Commodity Supplemental Food Program (CSFP) works to improve the health of low-income elderly persons at least 60 years of age by supplementing their diets with nutritious USDA foods. Through CSFP, USDA distributes both food and administrative funds to participating states and Indian Tribal Organizations (ITOs). CSFP food packages do not provide a complete diet, but rather are good sources of the nutrients typically lacking in the diets of the beneficiary population.

CSFP eligible individuals may be eligible for other nutrition assistance programs, such as the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC), the Supplemental Nutrition Assistance Program (SNAP), and other nutrition assistance programs. CSFP is administered at the federal level by the Food and Nutrition Service (FNS) of the U.S. Department of Agriculture.

Department of Education

The Virginia Department of Education, Office of School Nutrition Programs administers the National School Lunch Program, the School Breakfast Program, the Summer Food Service Program, and the At Risk Afterschool Meal Portion of the Child and Adult Care Food Program. Children eligible for free and reduced priced meal benefits are eligible for meal benefits for the entire school year and up to 30 days in the next school year. Schools and community sponsors of federal meal programs that qualify are able to provide meals at no charge during the school year, when schools are closed due to a disaster, during the summer, and when a federal emergency has been declared.

Emergency shelters that provide temporary housing to displaced families are eligible to participate in Child and Adult Care Food Program (CACFP). The Virginia Department of Health can designate any appropriate facility as an emergency shelter and may waive institution application requirements in this situation. Upon designation of a facility as an emergency shelter, all children through age 18 may receive up to three free meals per day (breakfast, lunch, and supper).

Department of Health

Women, Infants and Children (WIC)

Virginia WIC has an Emergency Procedures Policy ([ADM 10.0](#)) which outlines procedures for local agency staff during emergencies to ensure benefits are still provided to participants. Additionally, convenience food packages ([FDS 02.3.2](#)) are available for disaster victims that provide shelf stable food items to participants with no or limited cooking and/or refrigeration facilities. In the event of a federally declared disaster or emergency, USDA may provide additional flexibilities and/or waivers to meet the needs of participants (ex. COVID-19 waivers and Remote Services).

Child and Adult Care Food Program (CACFP)

Emergency shelters that provide temporary housing to displaced families are eligible to participate in Child and Adult Care Food Program (CACFP). The Virginia Department of Health can designate any appropriate facility as an emergency shelter and may waive institution application requirements in this situation. Upon designation of a facility as an emergency shelter, all children through age 18 may receive up to three free meals per day (breakfast, lunch, and supper).

Department of Aging and Rehabilitative Services

The Department for Aging and Rehabilitative Services (DARS) receives federal funding, legislated by the Older Americans Act (OAA) and administered through the Administration for Community Living (ACL), for congregate and home delivered meal programs for qualified older adults. These funds are distributed to twenty-five local Area Agencies on Aging (AAA), some of which may contract with local entities (schools, hospitals, etc.) to provide meals for older adults at congregate sites, such as senior centers, and home-delivered meals for those who cannot attend the congregate sites.

In the event of an imminent emergency/disaster, the AAAs can provide up to five (5) emergency shelf stable meals to their clients who are receiving direct services at that time. Up to 10 meals may be provided at one time, if the meal site or home delivered meal route will be closed or cancelled for more than one week. It is the duty of the AAAs to determine the needs of their clients.

Should any local office (AAA) and/or local aging network provider's offices become inoperable, a team or staff from the AAAs not impacted by the event will be assembled under mutual aid agreements. These programs will operate as the affected AAA until the inoperable office is re-established; the goal being to normalize operations as quickly as possible in order to ensure critical services are restored and provided to seniors.

In the event of a federally declared disaster, additional federal funds may be available through the ACL as defined by the Older Americans Act (OAA) to provide the AAAs reimbursement for emergency services.

Appendix 4

Public Health Emergency Considerations

Under development.